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REPORT OF THE ECONOMIC AND SOCIAL COUNCIL

Note verbale dated 4 April 1996 from the Permanent Mission of Italy to the United Nations addressed to the Secretary-General

The Permanent Mission of Italy to the United Nations has the honour to transmit herewith the report of the Interregional Technical Meeting on Restoring Government Administrative Machinery in Situations of Conflict, held at Rome from 13 to 15 March 1996 (see annex).*

It would be highly appreciated if the present note and its annex could be circulated as a document of the General Assembly, under agenda item 12, on the occasion of the resumed session on public administration and development.

* The annex is being circulated in the language of submission only.

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ANNEX

RESTORING GOVERNMENT ADMINISTRATIVE MACHINERY IN SITUATIONS OF CONFLICT

Report of an Interregional Technical Meeting
in Rome, Italy, 13-15 March 1996

Hosted by the Ministry of Foreign Affairs, Italy

I. INTRODUCTION

The Interregional Technical Meeting on Restoring Government Administrative Machinery in Situations of Conflict was convened in Rome, 13-15 March 1996, by the Division of Public Administration and Development Management of the United Nations Department for Development Support and Management Services (UNDDSMS) in collaboration with the General Directorate of Development Cooperation of the Ministry of Foreign Affairs, Government of Italy. The major objectives of the meeting were (1) to share experiences among governments, (2) to discuss types of conflicts and their implications for the destruction and collapse of administrative machineries and the capacities of state institutions, (3) to elaborate illustrative priorities and plans of actions in the process of restoring and developing essential services with consideration to immediate, transitional and long-term priorities, and (4) to review the role of the United Nations and other donors in promoting the development of capacities of state institutions in situations of conflict.

A most critical issue underlying these objectives is "coordination", both at the national level in the affected country and within the donor community. A national government has an essential role in coordinating reconstruction of its administrative machinery. Critical issues needing attention include: (1) What are the most essential tasks to be handled by government, and how are priorities and strategies to be defined? (2) How are social integration and consensus building promoted so that public administration has the credibility to marshall support for rehabilitation policies and the capacity to implement the related programmes? (3) How can administrative institutions and their management be developed in order to lay a foundation for the peaceful management of conflicts? (4) What are the optimal linkages between the central and local government machineries, including the allocation of work among institutions? (5) What strategies are required for restoration and training of a professional civil service? (6) What strategies can be developed to improve policy development capacities within the affected country?

Likewise, coordination is a key issue within the donor community. Critical issues needing attention include: (1) How can a needs assessment be undertaken in a manner ensuring that the country-based situational needs are perceived not through standardized requirements but through transparent review of objective conditions including those capacities that persist to some degree? (2) What modalities of intervention are most appropriate for each country situation? (3) To what extent can the timing of donor assistance be adjusted to country needs?

Over 50 participants from 15 countries, and 22 international inter-governmental, professional and donor organizations, met for three days to share experiences and perspectives on strategies for rebuilding government administrative machineries during times of conflict and post-

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conflict, including strategies for institution-building and capacity-building for establishing mechanisms of conflict management and resolution. The countries involved were: Angola, Azerbaijan, Burundi, Cambodia, Haiti, Lebanon, Liberia, Mozambique, Namibia, Palestine Authority, Rwanda, Sierra Leone, Somalia, South Africa, and Uganda.

Other participants included representatives of the Conflict Resolution Programme of the Carter Center, European Institute for Public Administration (Maastricht), European Union's Administration of Mostar, Institute International d'Administration Publique (Paris), International Labor Organization, International Peace Academy, Transnational Foundation for Peace, United Nations Crime Prevention Centre, United Nations Department for Development Support and Management Services Office in Vienna and Human Resources Project in Rome, United Nations Department of Political Affairs, United Nations Development Programme, United Nations Office in Geneva, United Nations Office of Project Services, War-Torn Societies Project of the United Nations Research Institute for Social Development and World Bank, as well as the Ministry of Foreign Affairs of Italy and the Permanent Mission to the United Nations of Germany, and the Charge d'Affairs of the Office of the Government of Viet Nam to the United Nations Office in Rome, and a representative of the Russian Federation. The Meeting was chaired by the Deputy Permanent Representative of the Permanent Mission to the United Nations of Singapore.

The work of the technical meeting was carried out in plenary and small group sessions. The Opening Ceremony was addressed by Mr. Franco Frattini, Minister of Public Service, Italy; Mr. Vladimir Petrovsky, United Nations Under-Secretary-General and Director of the United Nations Office in Geneva; Mr. Gianfranco Varvesi, Deputy-Director-General for Development Cooperation, Ministry of Foreign Affairs, Italy; Mr. Aldo Ajello, Special Envoy of the European Union for the Great Lakes region; and Mr. Guido Bertucci, Director, Division of Public Administration and Development Management, United Nations, New York.

II. KEY ISSUES

A. Characteristics of the violent conflict

The impact on the government administrative machinery and the consequent strategies for improvement thereto can vary depending upon the characteristics of the violent conflict. For instance, many violent conflicts are based on ethnicity, sub-nationalism or clan. In these cases, the conflict manifests itself geographically, and a strategy for conflict resolution may involve a territorial element, ranging from adoption of a federal state to a mere deconcentration of administrative apparatus staffed by local residents who are sensitive to local issues and perspectives. On the other hand, a violent conflict which is class-based may require targeted social policies that emphasize equity and fairness.

The characteristics of the violence also play a role in the administrative mechanisms that are associated with the healing process. If the various sides of the conflict have engaged in conventional warfare, a peace accord may serve effectively to establish a formula for power-sharing and policy-making that can bridge the gap among the groups. If the conflict has been characterized more by guerrilla warfare, a strategy that identifies combatants as "bandits" rather than rebels may succeed in rallying the majority of people to reap the benefits of peace and to discourage continuance of skirmishes. On the other hand, if the war has escalated to genocide, it may be more difficult to establish a basis for peace and mutual respect, and a period of justice-seeking may need to accompany the establishment a viable, integrative governmental machinery.

Another critical variable is the time dimension. While members of the international community may seek substantial, clear and early results from peace efforts, it is common for a violent conflict to have been simmering for some time, even for generations, and to be viewed by the combatants as intractable in the short term even if solvable in the long term. A long-term

perspective is reinforced by various different cultural views of time, many of which intimately link people with their ancestors and their descendants. In extended conflicts, people adhere to the cleavages in society and may view progress towards peace on very long-term, incremental basis. A current skirmish may be one of many iterations of a dispute which is decades-old, if not centuries-old. Western donors can become impatient with the pace of progress of reconstruction, and especially peace-building, because they may have failed to appreciate the full temporal dimension of the conflict.

Likewise, the ease of re-building government administrative machinery may depend upon the extent of involvement of these machineries in the war/conflict government institutions. For instance, if the courts were used to falsely accuse people, then it is difficult for the courts to play a role in reconstruction. Or if the public service was used to promote only certain persons, then a recruitment exercise during the reconstruction may be assumed to be biased and to require extraordinary measures in order to establish a reputation for fairness and objectivity.

As well, the nature and degree of foreign involvement in the violent conflict may affect the degree to which some donors are able to participate in reconstruction. In some cases, donor agencies or national companies have sold arms, trained soldiers or provided economic or social sustenance. Under these circumstances, the affected country may demand compensatory assistance or may reject offers of restitution. With a strong government machinery, an affected country can define a new relationship with the implicated governments. There are also circumstances in which multi-lateral agencies can objectivity assist the affected country in its restoration efforts without reference to previous international involvements in the struggles. On the other hand, given the increase in the incidence of multi-lateral involvement in peace-building and peace-keeping processes, it is increasingly likely that an affected country could view the United Nations or its agencies as culpable, thereby reducing the effectiveness of UN mediation and reconstruction efforts.

B. Characteristics of the government administrative machinery

A starting point for restoring government administrative machinery in situations of conflict is an assessment of the existing administrative network. In some cases, the administrative machinery is in tact and adversely affected only by orientation of budget priorities to military purposes. If a national governmental machinery exists, then assessment can be made concerning its financial, human and material resources capacity. This capacity assessment can be most effectively accomplished by a joint Government-donor community team, thereby combining understanding of local conditions and needs with donor capacity and interest. Although there is a tendency for humanitarian and technical assistance to be donor-driven in complex emergency situations, the inclusion of Government on assessment and management teams increases the likelihood of relevance and sustainability.

In the most extreme cases, the national government no longer functions or operates only within a limited territory. Infrastructure has been damaged, supplies have been looted and personnel killed or missing. Restoration is most difficult when damage has been greatest and especially where personnel costs have been high. Where the governmental institutions, non-governmental organizations, and basic social structures have been decimated, those people who are left cannot find familiar frameworks for mutual trust and assistance. Under these extreme circumstances, the restoration process is not only physical, economic and social, but also psychological. Rebuilding programmes in all these areas depend upon the existence of a minimum level of government activity to assess needs, set priorities and organize programmes. Thus, long-term development depends upon the restoration of government administrative machinery.

Restoration efforts are affected by the characteristics of the government administrative machinery prior to the violent conflict. If the government administration was well-articulated,

with clear policy-setting mechanisms, strong implementation agencies and a reputation for delivering needed services to the people, then the goal of restoration will have a reasonable target concept which would be well-understood by the government officials as well as the people. If the previous governmental machinery was decentralized or at least deconcentrated to levels close to the grass roots, the local people will be able to articulate their expectations in a realistic manner. If services were delivered effectively and efficiently, there will be a high standard by which to assess restoration efforts. If government business had been carried out in a transparent and accountable manner, the people will be able to participate in restoration efforts because they will be knowledgeable and accustomed to participation in the machineries of government. Because restoration processes are expensive and time-consuming, it is useful to fully involve citizens not only so that they will understand the difficulties and the successes, but also so that they can participate in restoration processes at local levels.

It is equally important to note the extent to which the prior administrative machinery was modern, up-to-date, and reflecting the best means for setting and implementing government policies. A restoration process provides an opportunity to re-think the missions of the State and the means of achieving those tasks designated for government responsibility. To the extent that every modern government is in the process of "re-inventing" or "re-engineering" itself, the restoration process provides an added incentive because many government processes are no longer on-going, but have ceased to operate. This temporary cessation of government work provides an opportunity to consider questions like: What should the State be responsible for in society? How should the State accomplish its tasks? and what government administrative machinery can best support the accomplishment of these tasks?

C. Socio-economic conditions and potential

The restoration of government administrative machinery takes place in a socio-economic context. It is necessary to consider the current and potential economic performance of the country, giving due notice to the extent of natural resources and their proper exploitation within a framework of sustainability and respect for the environment. Taking into account demographics, an economic analysis can also give due attention to per capita income, as well as income distribution and concentration of wealth. The extent of private sector development can also provide a potential for economic development. As well, non-governmental organizations and professional and social societies provide a framework for participation in socio-economic reconstruction. Basic infrastructure would also be assessed, often leading to the possibility of leap-frogging intermediate infrastructure, such as antiquated telephone systems, in favor of advanced forms of telecommunications. Basic conditions, and a cost-benefit analysis of new technology, provide a realistic base for rebuilding or extending infrastructure and economic development.

To the extent that distribution of wealth and socio-economic opportunities may have played a role in creating or exacerbating the violent conflict, this distribution needs to be taken into account in restoration strategies.

D. Restoration of Government Administrative Machinery within Conflict Situation

The government administrative machinery is both a victim and a solution. First, government administrative machinery is a sought-after prize of social conflict and often breaks down under war-like conditions of upheaval, uncertainty and distrust. But while the processes of government are disrupted, it is this same government administration which can be re-oriented to establish a basis for the renewal of social and economic life.

Operating under conditions of social and economic upheaval, the government machinery can provide a framework for setting priorities for the society, for enabling the economic engine of growth to reassert itself, and for establishing mechanisms for peaceful social interaction. This

administrative machinery can re-establish needed social services, essential infrastructure such as roads and telecommunications, credit institutions, sharing of information through media and through social interactions, and legal mechanisms for settling contract disputes as well as identifying and punishing criminal behavior. The government institutions accomplish these tasks in three ways: (1) through organizing the government itself to establish policies and implement necessary programmes to support the reconstruction strategies of communities throughout the country, (2) through enabling private sector development, and (3) through encouraging non-governmental organizations to participate in community life.

This complex situation contains many interrelated elements, each of which cannot be dealt with in isolation, but must be approached within a holistic, integrated framework. Social trust can be increased through a predictable legal system based on rule of law. With "no one" above the law, everyone can engage in social and economic activities knowing that a fair, impartial, and predictable system of adjudication awaits any disputes. Without this "rule of law", individuals and communities feel justified in "taking the law into their own hands or acting above the law". The development of mutual trust results from the cessation of open hostilities, but evolving trust also contributes to the cessation of open hostilities. The knowledge that an effective and efficient government administrative machinery is in place can act as a damper against future violent activities. Likewise, the government administrative machinery is strengthened with every passing day of peace. Development and peace are inextricably linked, and must be engaged simultaneously.

An emerging post-conflict situation is indeed in the midst of a delicate and subtle process, just as likely to slip backwards into the abyss of violence as to confirm peaceful tendencies. Societies must be able to imagine peaceful resolution of conflict, and to trust that their leaders and the government administrative machinery will not only support but also enforce the mutual, cooperative strategies of individuals and communities. By leading to the establishment of trust and confidence, effective government administrative machinery can shed its image as a victim of destruction and emerge as a protagonist in the restoration of the social and economic life of the country.

These critical activities require strong capacity in both coordination of priority setting and effectiveness of operations. Government priorities represent agreed-upon policy decisions concerning the future directions of social and economic policies. The very existence of a policy-development exercise which is inclusive and participative of various interests (especially prior combatants), is a testament to the rebuilding of the political fabric of the society. The establishment of administrative machinery for governmental operations leads not only to the delivery of needed services but also to the rebirth of confidence in national political and administrative processes. Commitment to individual, family and community development reinforces the central role of government administrative machinery to facilitate sustainable development.

Also, this same government administrative machinery can play a strong role in coordination of donors. Without a government machinery capable of developing political priorities and implementing government programmes, a worn-torn society can continue to be at the mercy of the international community, which best focuses on its perception of the interests of the society, and at worst focuses on the priorities of the international donor agencies who may have even been connected to the dynamics of the violent conflict. A strong government administrative machinery can provide focus and direction for the relief and development activities of the international community.

The international community, often led by the United Nations or a focal donor agency, is involved in the delivery of inputs, services, and technical assistance, thereby leading, under the best circumstances, to relief of suffering and deprivation, to the rebuilding of key infrastructures, and at the same time, to the establishment of institutions and capacities that can quickly assume responsibility for social and economic development. To maximize these international

contributions to peace-building, peace-keeping and restoration of social, political and economic life, the international community must be coordinated for the effective and efficient delivery of international assistance and to set a good example of cooperation in the achievement of an agreed-upon goal.

These national and international level activities succeed best when they are contextually sensitive. Restoration processes can build upon those social and economic processes which have persisted throughout or emerged from the conflict in the various communities in the affected country. While acknowledging the characteristics of the conflict, and the possibility of slipping back into conflict, national and international leaders can design restoration process to reduce possibility of violent conflict in future. While conflict is inherent in all human relations, it is possible to design political and governmental operations in order to facilitate the peaceful management of conflict; that is mechanisms for settling disputes and designing fair, equitable and appropriate futures for the society. Attention can be paid to managing conflict in situations which are pre-violence, within violent circumstances and post-violence.

Conflict management or resolution can take forms which are formal, informal or embedded in the way a government operates and relates to society. Strategies for conflict management depend not only upon court systems and alternative dispute mechanisms, but also upon the procedures of government in which all citizens may participate in deciding priorities, methods of implementing programmes, and optimal ways of applying government machineries to the betterment of the lives of the citizens.

Conflict management is a critical issue for both governments and the international community affected by violent conflict. Instability, uncertainty and lack of safety are detriments to social and economic development, as well as impediments to national integration into the global economy and the global village.

III. NATIONAL GOVERNMENT STRATEGIES

A. National Leadership in Restoration Processes

The process of restoration involves many inter-related management tasks, not the least of which is priority-setting. It is only the affected government that can legitimately determine how to rebuild a social, economic and political society from the remains of a violent conflict. Those affected by the violence best understand the manifestations of that violence in the social, economic and political institutions of the society. While it may seem temporarily easier to relinquish responsibility for directing the restoration effort, and it may be difficult to achieve consensus among those who have been combatants, there is an element of reconciliation inherent in the process of negotiating sufficiently to provide some guidelines for the restoration process. These guidelines can serve not only to direct donor assistance but also to focus government efforts, especially with multi-sectoral, integrated development strategies.

The creation of national policy guidelines constitutes the establishment of minimum governing processes, thereby leading to further elaboration of not only decision-making institutions but also institutions for implementation and coordination. By exercising leadership in policy-making and coordination, the affected government builds its capacity to govern, contributes to national reconciliation, and builds confidence among citizens and former-combatants during the transition to normalcy.

Although there are a few cases where there may be no national government during a transition stage, there is usually at least a reconciliation council and there may also be local or regional governmental institutions that can be constituted to form a temporary leadership structure.

Without government leadership in policy-setting and coordination, the international community may establish programmes that are inappropriate, wasteful, insensitive to local conditions and lead to conflict rather than reconciliation.

B. Effective Coordination within the Government

Among the Government institutions, consideration must be paid to coordination in order to organize the optimal use of resources and to create agreement on the future direction of the society. This coordination involves agreement on the role of the State, the tasks of the various administrative machineries, and mechanisms for transparent communications among the machineries. Effective coordination also integrates a transparent monitoring capacity in order to ensure effective utilizationof resources and to assess changing needs. While donor agencies attempt to monitor implementation, it is a task best accomplished by the Government administrative machinery, which needs to fully develop and utilize this monitoring capacity in its day-to-day operations in the long-term. Monitoring involves information management, and donors can contribute to short term successes, as well as to long-term development, by training personnel and supplying equipment for monitoring purposes.

Governments carrying out restoration of administrative machinery have created a node for national coordination of administrative improvements. This node is usually an inter-ministerial body or linked to a very high-level unit, such as the Prime Minister's Office. Only from such a vantage point can administrative reform be coordinated.

C. Strong Governance Capacity

Effective government administrative machinery benefits from mutual relations with a strong parliament, constructively-oriented NGOs and media, and private sector led/driven economic development. These governance elements are often the victims of civil strife and the nurturing of their re-development can contribute to the stabilization of peaceful dialogue. With well-articulated policy institutions, media, NGOs and private sector, the government administrative machinery has a wider network of partners with an investment in stability.

D. Rule of law

Establishment of justice and security within a context of "rule of law" can contribute to a "level playing field" for social, economic and political development and especially reconciliation. Citizens need to know that their economic efforts will be safeguarded, their property rights enforced and their lives protected. Careful attention needs to be given to the handling of cases that arise during the early periods of the restoration in order to build confidence in the judicial and security institutions. These issues are most important in those situations in which former combatants are accused on serious crimes, such as genocide.

E. Culture of cooperation

It is essential to establish a "culture of cooperation" to encourage tolerance and willingness to coordinate operations: (a) within the UN System/family, (b) within the international community, (c) between government institutions, and (d) between the government and the international community. Within the government administrative machinery, and especially when former combatants are working side-by-side, there needs to be established programmes of training, monitoring and rewards for cooperation. Similar recognition can be organized for cooperative behavior within the UN System/family and the international community.

F. Linkage between Government-wide administrative frameworks and management improvement programmes in operational ministries

It is useful to coordinate the development of general administrative frameworks and their implantation in operational ministries with programmes for management improvement in those ministries; this coordination is both intra-governmental and intra-UN System, especially coordinating the specialized agencies. Very often separate ministries and agencies develop management improvements, but do not share their experiences with other units of government. As well, in establishing central frameworks for personnel management, financial management and materials management, the government needs to ensure that the line ministries have input into the development of these frameworks and integrate these frameworks into their operations. In essential areas of handling personnel, money and materials, there need to be transparent, objective measures of utilization.

G. Territorially based development strategies

Emphasis should be placed on territorially-based development (rather than specialized interest), thereby reinforcing and strengthening local government and administration. A key element of any national administrative framework is the development of administrative units at grass roots level, well within the reach of the most rural citizens. To encourage this development, strategies for re-vitalization of the social and economic life of the citizens should be focused on territorially based units. This focus can also lead to greater participation of citizens in the decisions that most directly affect their lives. Within territorial administrations, attention needs to be paid to enabling full participation and transparency.

H. Training of human resources

In post-conflict situations, training of human resources is a most critical activity. Violent conflicts usually result in loss of lives, and often the lives of those who have been trained to contribute to social and economic development. One element of training will be to replace the skills and knowledge base that has been lost to the society and to the administrative machinery. Another element of training will be to focus on those skills that can contribute to reconciliation; namely, negotiation skills, cooperative behavior and coordination mechanisms. It is necessary to build understanding and appreciation of each other, and at the same time, have available tools for resolving conflicts peacefully. It is not uncommon for past conflicts to become manifest in inter-ministerial or inter-institutional disagreements, for which transparent methods of conflict resolution will be especially useful. Also, due to the fact that most combatants are men, there is usually a post-conflict skewing of the population towards a greater proportion of women, many of whom may not have had opportunities for higher education and specialized training. It is useful to provide management training for women so that they can match managerial skills with their experiences and contribute to the operation of the government administrative machinery.

I. Strategy of building upon successes

Within programmes to restore government administrative machinery, it is essential to achieve modest but consistent successes, thereby building confidence internally and credibility with donors. When the government has been temporarily inoperative or giving attention to war rather than civilian interests, it is very important to provide a clear and consistent signal that the government is serious. Because actions are more convincing than words, it is important to achieve some successes, however modest. These successes are most impressive if they affect positively the lives of the grass roots people. Examples include: credit programmes, health care, education and jobs. Although national level policy development is important in the long term, local people in communities will begin to believe that a "long-term is coming" if they can see some positive results of government action in the short run. Because confidence-building plays a large role in restoration in post-conflict situations, visible successes need to be achieved at any cost. Effectiveness is more important than efficiency in the short term. Once a platform of popular goodwill is established, administrators can take greater care in minimizing expenditures. It may be

necessary to reject cost-effective strategies in favor of more expensive but extremely visible strategies.

J. Characteristics of exemplary strategies

Participants at the Technical Meeting identified useful elements from the experiences of all participating countries. For purposes of example, the report will note three cases in particular: Cambodia, Lebanon and Rwanda.

In Cambodia, as in other countries, the conflicts have been exacerbated by regional issues. Likewise, governments in the region have taken an interest in the restoration process. After more than 20 years of conflicts, and a two-year stabilization period led by the United Nations, the Royal Government of Cambodia is in the process of restoring its operations, while at the same time modernizing its functioning and redesigning its policies to facilitate improved interaction with the regional and global economies. To facilitate modernization, the Government has established an Inter-Ministerial Technical Commission for Administrative Reform, with a small operational executive staff. This commission oversees a reform programme consisting of five parts: (1) restructuring the public sector, (2) strengthening the management of line ministries, (3) reforming civil service management, (4) developing human resources for the public sector, and (5) strengthening provincial administration. As well, the Government has revised legal frameworks, financial management, and international cooperative relations.

In Lebanon, the National Administrative Rehabilitation Programme is within the Office of the Minister of State for Administrative Reform. While focused on the long-term goal of rebuilding an efficient, modern and lean public administration, this programme is currently identifying immediate technical assistance needs and formulating propocals to restore the operational capacity of key public institutions. Objectives include: responsiveness to citizens' needs; cost-effective operations; capacity to plan, implement and evaluate; private sector development; and increased transparency and accountability in government. The programme envisions greater public participation in governance, attracting qualified individuals to the civil service, streamlining and modernizing administrative and legal procedures and decentralizing certain public functions by empowering local governments. Within the Ministry, a Technical Cooperation Unit assists line ministries and public agencies in appraising institutional rehabilitation needs, mobilizes donor resources, monitors and evaluates progress, and facilitates coordination and communication within the Government and with the donors. Three major areas of technical assistance involve: physical rehabilitation, human resources development and information technology.

In Rwanda, although the country is focused on justice administration in dealing with the aftermath of the genocide, there is considerable attention to restoring the government administrative machinery. The restoration programme focuses on the ministries of public service, finance, interior and communal development, justice, planning and the prime minister's office. Due to the immense human cost of the genocide and the exile of many civil servants, human resources development is a most critical element of the programme. Within the first year, two major activities have been carried out: (1) census of civil servants, and (2) recruitment for positions of directors, division directors, chiefs of services, and head of public enterprises. The census of civil servants served the short term purpose of determining human resources capacity and needs, while laying the basis for long-term human resources management. The recruitment exercise, involving objective, written examinations, resulted in filling key upper and middle level management positions with qualified persons, while also contributing to modernization of recruitment procedures and reconciliation through creating a multi-ethnic, merit-oriented senior civil service. The programme which has a large component to re-tool and re-equip the ministries and to modernize their management and information systems, is coordinated by an inter-ministerial committee and a programme office composed of national staff.

IV. ROLE OF THE INTERNATIONAL COMMUNITY

A. Responsiveness to country conditions and government priorities

First and foremost, the international community is reminded of the importance of the availability of financial resources (pledges from donors which translate into concrete financial resources) to assist the reconstruction process. For maximum impact and best coordination with other donors, timely pledging and transfer of funds is important.

The participants noted that efforts need to be made to involve the government administrative machinery in identification of needs and priorities for capacity-building, and in developing agreement concerning programmes of action. International interventions are most useful when they integrate with local development initiatives by building upon what already exists in the country, especially at the community level. The participants noted that despite wide-spread violence, there often persisted or developed local community activities, which should not be ignored by donors.

Because local initiatives derive from several sources, it is suggested that international agencies review development initiatives at various sites, especially those that are more difficult to reach; namely, traditional and/or rural communities. Often, some communities are either especially innovative and therefore worthy of attention and emulation, or they have benefited from being remote from the violence of the conflict. In these areas, it is possible to experience relevant and appropriate development initiatives, and even to locate persons able to lead development efforts and train others in innovative development initiatives. These isolated communities can be an unexpected source of expertise.

In the effort to restore government administrative machinery, it is important that service delivery decisions reinforce the restorative process. In particular, government administrative machineries should not be marginalized by over-attention to non-governmental organizations. Although some governmental machineries may be weak, they will be further marginalized if all development and humanitarian assistance is funneled through a non-governmental sector. In the restoration process, it is essential that the government administrative machinery achieve a reputation for effectiveness. At a policy level, the government can allocate certain functions to the NGO sector and retain certain functions in the government administration; or alternatively, the government can retain responsibility for all services, but arrange for service delivery by NGOs or local governments. It is useful for a government administration to self-analyze to determine its strengths and weaknesses and to develop a profile of capable organizations in the non-governmental sector. The government can encourage donors to work with capable NGOs, within a framework of mulit-sectoral coordination established at policy level in government.

B. Simplified and streamlined procedures for delivering technical assistance

Restoration of government administrative machinery is an urgent requirement if post-conflict humanitarian crises are to develop into government-led development programmes and to contribute to embedding the peace into the landscape of society. Under conditions of re-starting government operations, speedy delivery of inputs such as equipment and training is essential. While acknowledging the need for planning, participants suggested "rapid appraisal" processes to shorten the lead time in delivering technical assistance. As well, some "red tape" procedures can be waived under emergency conditions in order to speed up delivery. It was generally acknowledged that peace can be a fragile situation that requires reinforcement through normalization of conditions in the country. A major advancement in normalization is the re-establishment of government administrative operations, which can not only begin to restore development programmes, but also begin to handle the implementation of technical assistance.

It would be useful to develop a rapid-response approach to management of technical assistance in urgent, complex emergencies. It is acknowledged that some donors and some agencies have initiated streamlined procedures to better coordination and faster delivery of technical assistance. It is possible to analyze in order to uncover hidden efficiencies of each and every management tool, such as, planning, implementation, monitoring, and evaluation.

C. Coordination within the International Community

Assistance to the restoration of government administrative machinery is a complex task requiring large donor inputs, necessitating a large number of donors. In order to ensure cost-effectiveness and timely delivery of inputs, strong coordination is required. While the affected government has the greatest responsibility to coordinate donor activity, it is acknowledged that in situations in which the government administrative machinery is being restored, there is need for international coordination of donors. To maximize the use of limited resources and to mobilize funds from all available sources, it is suggested that the United Nations facilitate the participation of bi-lateral donors by developing with the affected government a framework for restoration, including processes to integrate smoothly the inputs of the various bi-lateral donors.

The participants noted the need to coordinate organizational procedures and priorities within the UN System/family itself. They noted that inter-agency coordination is often frustrated by non-synchronized planning, budgeting and staffing cycles. Given that an increasingly large proportion of technical assistance appears to be allocated to countries in some degree of a recovery and reconstruction process, with tight time-frame requirements, it is imperative that UN departments and agencies harmonize their programming in order to cooperate at the field level.

High profile activities, such as roundtables and consultative group processes are indeed beneficial for raising and allocating funds, but the participants suggested more attention to lower profile activities, such as joint programming missions. These missions have the advantage of enabling participants from several interested donors and agencies to view jointly the conditions in the affected country and to compose a shared perception of the needs. By working jointly with the government in defining needs and strategies, there is transparency and continuity to the collaborative process. By jointly developing a common framework, strong commitment by the government and the donors emerges and can serve as an engine to keep the technical assistance on track. Although such a common framework would be useful in any development endeavor, it is especially essential when the object of assistance is the government's own administrative machinery. In this case, there needs to be strong leadership from the affected government and commitment from all donors to work transparently for improved management of administrative machineries, on which all development efforts ultimately depend.

D. Balanced attention to emergency/relief operations and long-term development needs, especially dimensions of sustainable development

The participants noted that relief efforts often involve elements of dependency and distortion. Most often seen in the economic field where availability of foodstuffs frustrates national production and distribution, these distortions can equally develop in social sectors in which communities come to depend upon the initiative of outsiders to identify and meet their needs. Care must be taken to resist tendencies of donor agencies to "take over" functions of government administration.

Even relief efforts can be conceptualized strategically in order to plant the seeds of long-term, sustainable development. For instance, operations can be converted to use local language(s). National experts and recipients can be trained to perform administrative tasks, or alternatively, some administrative tasks can be simplified and/or eliminated in order to allow greater flexibility in local communities. The process of delivering emergency relief need not be

disabling; it can be empowering to review processes and the development of national capacities in order to transfer functions to national authorities.

The participants also noted that in "managing the transition" to greater involvement of the government administrative machinery, attention can be addressed to transforming the administrative institutions and their capacity rather than simply rebuilding former institutions and training for former capacity needs. There is an opportunity to combine development with relief when a government decides that modernization and reconciliation require different or more sophisticated methods and equipment. It is likely that during a period of extended conflict, some nationals had the benefit of training and even experience in operating the "latest, more up-to-date" administrative methods and technology. The affected government can take advantage of this experience by leap-frogging intermediate advances and moving to the most modern methods of administration and management. While other countries are struggling to re-engineer their bureaucracies, the affected government can take advantage of the temporary disarray to re-think the goals and methods of government operations and to upgrade these operations without encountering resistance to change from entrenched employees. In a restoration environment, there is enthusiasm for new arrangements, methods, technology and people. It is possible to grab a small victory out of the difficulties created by massive destruction of administrative machinery, there linking development to relief.

E. Expansion of menu of options for government activities

Participants suggested that in the restoration process, governments would appreciate as wide a variety of reform ideas as possible. Especially if certain administrative technologies are associated with past practices against any population, it is desirable to restructure administrative work to symbolize a new framework for operations in the future. And in the restoration process, it is possible to take advantage of modern administrative developments, particularly noting that almost all governments are in the process of making some improvements in their administration organization and management. Further, it is noted that countries emerging from conflict situations would want to take advantage of the modern strategies that emphasize collaboration and cooperation. By utilizing methodologies that reward joint behavior and team work, these governments can reinforce aspects of national reconciliation.

In the sensitive area of government administrative machinery and operations, many practices are tied to colonial history or ties with various allies. In deciding to modernize administrative operations after a violent conflict, it may be useful to have advice from a wide variety of systems in a neutral environment in which experts from many perspectives can work together and with the government. In this sensitive subject, the United Nations can provide the most neutral of environments, with the widest variety of perspectives.

F. Special agenda for technical assistance under extreme conditions of time-sensitive emergencies

Although there are many common agenda for social and economic development, the situation of post-conflict emergencies requires special programmes and considerations. It is acknowledged that there may be a justification for encouraging or permitting some activities that otherwise might be unusual; such as, assistance to police, prisons, or judiciary. Given the delicacy of justice and security in post-conflict situations, special arrangements can be made to assist in stabilizing security or punishing violators of human rights.

Likewise, while it is somewhat unusual to assist legislatures, these policy-making institutions have a major role to play in reconciliation and often provide a transparent locus for national debate and decision-making. It is suggested to assist parliament especially in the area of training, policy analysis, information processing and monitoring of social and economic needs.

Finally, it is possible to imagine encouraging some tendencies that would be considered

inefficient under more normal conditions. For instance, while emerging from a conflict, it may be desirable to hire ex-combatants into government employment, for purposes of national reconciliation and job creation. While such a strategy is usually deplored as wasteful and inappropriate, it may be one good method for bringing harmony to the political arena.

G. Improve communications to facilitate information sharing between governments which are restoring their administrative machineries

As many governments are experiencing the challenge of restoring their administrative machinery in situations of conflict, it may be useful to develop mechanisms to improve communications in order to facilitate information sharing between these governments. These governments may seek to share information about innovations in administrative mechanisms and technologies, economic revival and development strategies, and socio-political integration/reconciliation methodologies. It would be useful to development an on-line facility based on the neutral ground of the United Nations for sharing experiences and expertise. In the spirit of "Technical Cooperation Among Developing Countries (TCDC)", such a facility could serve as government-to-government communications link. It would be useful to extend the facilities developed by UNDDSMS for the UN General Assembly 50th Resumed Session as a "virtual network".

V. CONCLUSIONS

A. The Government administrative machinery has an essential and indispensable role in rebuilding war-torn societies, focusing especially on facilitating social communication, political agenda setting, economic development, and leading to the re-knitting of the fabrics of socio-economic life.

B. National capacity assessment can be most effectively accomplished by a joint Government-donor community team, thereby combining understanding of local conditions and needs with donor capacity and interest.

C. Government administrative machinery can be designed to facilitate transparent communications and cooperation, thereby leading to effective coordination both in mechanisms for development and in a spirit of national reconciliation.

D. Government administrative machinery can build confidence and credibility through achieving consistent, effective and efficient programmatic successes.

E. The international community can focus on well-timed technical interventions in partnership with the National Government, within a framework of long-term, sustainable development framework.

F. The international community can improve its coordination of technical assistance at the country level through harmonizing and streamlining its administrative cycles and procedures.

G. The international community can integrate short term emergency relief into long term development frameworks, emphasizing national capacity-building.